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ADDRESS OFFICIAL COPY  
THE DIRECTOR OF  
PSYCHOLOGICAL STRATEGY BOARD  
WASHINGTON 25, D.C.

PSYCHOLOGICAL STRATEGY BOARD  
WASHINGTON

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*Noted*

MEMORANDUM FOR MEMBERS OF THE PSYCHOLOGICAL STRATEGY BOARD

Noted by D/USA  
3/28/52 103

SUBJECT: Future Legislation to Provide for Phase A and Phase B  
of Engross

The Bureau of the Budget has requested the Director's comments on a legislative proposal entitled the "Special Migration Act of 1952". This draft bill pertains to the immigration of surplus peoples from Europe and the utilization and disposition of escapees from behind the Iron Curtain.

The position of the Executive Branch regarding legislation covering the utilization and disposition of Iron Curtain escapees is of great importance to the Board. The planning already completed in Phase A of Engross and that under way in Phase B of Engross is contingent upon legislative authorization and appropriations to carry out recommended programs. Since it is my understanding that there is a difference of opinion among the member agencies of the Board as to the most appropriate manner of providing this legislative authorization, I wish to suggest to the Board a position which the Director might take in response to the Bureau's request, with the hope that this position can be supported by the members. This position is set forth in Attachment A.

My understanding of the relevant facts is as follows:

- (a) In the recent hearings on the Phase A program before the House Foreign Affairs Committee, the Committee made it clear that it was opposed to the financing of the Phase A program under the Kersten Amendment, if there were other possible sources of authority and funds. When informed that there were none, the Committee agreed to the use of MSA funds under the authority of the Kersten Amendment, but, in so doing, urged that language be prepared to carry this program forward in the future elsewhere in the Mutual Security Act for 1952.
- (b) Title I of the draft bill, prepared by the Bureau of the Budget, is concerned with immigration matters. Title II, which is concerned with escapee matters, is in alternative forms. Under the first, the reception, supplemental care, resettlement, and education and training of escapees is authorized with the provision that this program will be carried out under relevant provisions of the Mutual

NSC review(s) completed.

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**SECURITY INFORMATION**

**Security Act.** Under the second, these same programs are authorized to be carried out under the provisions of the proposed bill with funds appropriated therefor.

- (c) The Director of Mutual Security has been requested by the House Foreign Affairs Committee and the Senate Foreign Relations Committee to provide language to be included in the Committee Reports on the hearings on the Mutual Security Act; this, in order to establish legislative history interpreting the intent of the Kersten Amendment.
- (d) Although there appears to be unanimous interdepartmental agreement on the desirability of leaving the Kersten Amendment language unchanged in the new Mutual Security Act, the following positions have been taken as to the legislative means of providing for Phase A activities of Engross and those Phase B activities which would not be related to the incorporation of escapees into military units:
  - (1) Provide legislative history through the Committee Reports, indicating that the clear intent of Congress is that funds derived from the authority of the Kersten Amendment be expended to finance the Phase A program and non-military aspects of the Phase B program during the next year.
  - (2) Provide new language in a separate section of the Mutual Security Act to authorize Phase A and non-military aspects of Phase B programs.
  - (3) Authorize the carrying out of these programs under Title II of the proposed Bureau of the Budget bill with funds to be appropriated therefor.

I am inclined to feel that the best solution is the second alternative listed above and recommend to the Board that it agree to support this alternative as set forth in the attached draft letter to the Bureau of the Budget.

  
Raymond B. Allen  
Director

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*Before  
or during  
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related to  
military  
activities*  
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March 24, 1952

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**Confidential- Security Information**

**Suggested Language on Kerstin Amendment for inclusion in the House Foreign Affairs Committee Report on the Mutual Security Act.**

The Committee recommends that the authority set out in Section 101(a)(1) to permit qualified escapees from certain Communist-dominated countries or areas in Europe to be formed into elements of the military forces supporting the North Atlantic Treaty Organization, when the President determines that such assistance will contribute to the defense of the North Atlantic area and to the Security of the United States, be continued. The purpose of this provision is to permit escapees to play a part in the defense of freedom and liberty, providing, as the Senate Committee made clear last year in their report to the Armed Services Committee(1) that this participation is on a voluntary basis.

The Committee would remind the Congress that this provision of Section 101(a)(1) is permissive and not mandatory. The Executive branch is now studying various problems connected with the implementation of this provision, and will develop a program to give effect to this provision providing it is found feasible and practical.

The Committee notes with satisfaction that under the authority granted in Section 101(a)(1) the Executive branch has developed and the President has approved a program to help ameliorate the conditions of those who have escaped

**SECRET**  
SECURITY INFORMATION

- 1 -

from behind the Iron Curtain. The free countries bordering on Iron Curtain, together with some help from private voluntary organizations, have carried the main responsibility for providing food and shelter for these destitute people. It is only right and proper that the U. S. Govt. should also make a contribution to help care for and reestablish those who have risked their lives to gain freedom in the West. The Committee recommends that this program be continued next year either under the authority of the Mutual Security Act or other legislation, whichever may be practical.

/ The Soviet Union, at the United Nations Assembly in Paris last November and in a subsequent note to the State Department, and the Satellite Communist countries in similar notes have attempted to misrepresent the intent of Congress in passing this legislation. The Committee reaffirms what Congressman Vorys Manfield and the State Department have already said about Congressional intent. The purpose of this amendment is to help those who have escaped from Soviet and Satellite areas to freedom: to help feed and clothe them, to help resettle them and to help them reestablish their lives under freedom so that they too, can play a part in defense of liberty, peace and freedom, for which they risked their lives./